



Z-08-10-001

**City of Greensboro Planning Department
Zoning Staff Report and Plan Amendment Evaluation**

Zoning Commission Hearing Date: October 13, 2008

GENERAL INFORMATION

APPLICANT	William M. Kotis for Kotis Properties, Inc.
HEARING TYPE	Zoning Commission
REQUEST	LB (Limited Business) to CD-GB (Conditional District-General Business)
CONDITIONS	<ol style="list-style-type: none">1. Uses: Restaurants (With drive thru) and all uses allowed in the LB zoning district.2. Access shall be limited to only one curb cut on Spring Garden Street. Three of four existing driveways on Spring Garden Street will be closed to improve traffic flow.3. The existing sidewalk along Holden Road and Spring Garden Street will be extended the length of the property along Spring Garden Street (excluding driveways) as shown on the attached sketch plan dated 09/04/2008 to encourage pedestrian use.
LOCATION	811 and 809 South Holden Road and 3010 Spring Garden Street (Northeast corner of South Holden Road and Spring Garden Street)
PARCEL ID NUMBER (S)	00-00-0176-0-0003-00-015/00-00-0176-0-0003-00-014/00-00-0176-0-0003-00-013
PUBLIC NOTIFICATION	The notification area for this public hearing was 600 feet (Chapter 30-9-1.2 of the City Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). 83 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~0.70 acres
TOPOGRAPHY	Slopes to the west
VEGETATION	No vegetation and landscaping. Site is fully asphalted

SITE DATA**Existing Use**

Vacant building

Adjacent Zoning

N RS-7 (Residential-Single Family)
 E LB (Limited Business)
 W LB (Limited Business)
 S HB (Highway Business)

Adjacent Land Uses

Single-Family dwelling units
 Bakery/Mexican Restaurant
 Convenience Store
 Shell Gas Station and Convenience Store

Zoning History**Case #****Date****Request Summary**

This property has been zoned LB since July 1, 1992. Prior to the implementation of the UDO, it was zoned COM N

ZONING DISTRICT STANDARDS**District Summary ***

Zoning District
 Designation:

Existing
 (LB)

Requested
 (CD-GB)

Max. Density:

N/A

N/A

Typical Uses Primarily intended to accommodate moderate intensity shopping and services close to residential areas. The district is established to provide locations for businesses, which serve nearby neighborhoods. The district is typically located near the intersection of collectors or thoroughfares in areas, which are otherwise developed with residences

Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks.

**These regulations may not reflect the actual requirements for all situations; see the City of Greensboro Zoning Code for actual regulations for site requirements for this zoning district.*

SPECIAL INFORMATION**Overlay District Ordinance/Historic Preservation**

Spring Garden Street Pedestrian Scale Overlay District

Environmental/Soils

Water Supply Watershed	No, site drains to North Buffalo Creek
Floodplains	N/A
Streams	N/A
Other:	N/A

Utilities

Potable Water
Waste Water

Airport Noise Cone

The subject property is not located in the Airport Noise Cone.

Landscaping Requirements**Required Planting Yard Type and Rate**

The renovation of the existing building(s) and the restriping of the existing parking lot will not require the installation of perimeter planting yards.

Tree Preservation Requirements**Requirements**

The renovation of the existing building(s) and the restriping of the existing parking lot will not require tree preservation.

Transportation

Street Classification	Spring Garden Street – Minor Thoroughfare, Holden Road – Major Thoroughfare.
Site Access	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Spring Garden Street ADT = 14,706, Holden Road ADT = 30,540.
Trip Generation:	N/A.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types. There is some existing sidewalk along the frontage of this development.
Transit in Vicinity	Yes, route 1, W. Wendover Avenue.
Traffic Impact Study (TIS)	Yes, a TIS was required per TIS Ordinance. Please see the end of this staff report for the Executive Summary for the TIS.
Street Connectivity	N/A.
Other	N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-GB** (Conditional District-General Business) zoning would allow land uses that are compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The adopted Lindley Park Neighborhood Plan's Future Land Use Map designates this location as **Mixed Use Commercial**. The requested **CD-GB** zoning district is consistent with this GFLUM designation as this district allows neighborhood oriented service uses supported by the Low Residential designation.

Connections 2025 Written Policies

Reinvestment/Infill Goal: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

POLICY 6A.4: Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

- Including protection against incompatible commercial encroachments into residential neighborhoods

Economic Development Goal: Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

Connections 2025 Map Policies

Mixed Use Commercial (Lindley Park Plan): This category is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service and other uses are complimentary. The Mixed Use Commercial classification encourages that sites are designed in a coordinated, as opposed to lot-by-lot, manner. A mix of uses within the same structure is also appropriate.

Visual Enhancement Corridor: Visual Enhancement Corridors are thoroughfares that carry large amounts of traffic and would benefit from public physical improvements to address visual character. These improvements could include public/private partnerships.

CONFORMITY WITH OTHER PLANS

City Plans -

Lindley Park Neighborhood Plan and Spring Garden Street Pedestrian Scaled Overlay District

Other Plans - N/A

Staff/Agency Comments

Planning

The subject property, which is located at the corner of Spring Garden Street and Holden Road, currently contains an underutilized retail structure and is adjoined by single-family properties to the north, small commercial and office uses to the west and east and a mixture of restaurants, gasoline service station and a retirement community to the south.

The subject site is located both within the boundaries of the adopted Lindley Park Neighborhood Plan and in the adopted Spring Garden Street Pedestrian Scale Overlay District. The Lindley Park Plan designates this site as Mixed Use Commercial and encourages a mix of uses, "where commercial is predominant but residential, service and other uses are complementary". The designation also calls for development "designed in a coordinated, as opposed to lot-by-lot manner."

The Spring Garden Street Pedestrian Scale Overlay District outlines standards designed to "ensure quality and compatible development or redevelopment through use of flexible and clear design guidance." The major objectives of the Overlay District are to enhance the walkability and pedestrian experience along Spring Garden Street, provide identified opportunities for the development of enhanced neighborhood retail destinations, identify areas to be retained for industrial uses and provide enhancements needed for the viability of these uses, provide for a diverse scale of residential development opportunities that retain and enhance the character of the corridor, develop signature gateways at the east and west entrances to the neighborhood along Spring Garden Street, and develop guidelines for developers, builders, and residents to implement the vision of the Lindley Park Neighborhood Plan.

The Applicant proposes to rezone the property to a CD-GB (Conditional District-General Business) zoning designation to allow the reuse of an existing building for a restaurant use with a drive-thru. While the proposed retail use is permitted in the existing zoning district, the need for a drive-thru window in addition to the restaurant has necessitated this request.

In this particular case, staff believes that the range and intensity of uses allowed in the requested GB (General Business) zoning district has been substantially reduced by the addition of conditions limiting uses to only those allowed in the LB (Limited Business) zoning district, with the addition of the drive-thru features. Also, this is an adaptive reuse of an already existing structure which by itself will not generally disrupt the character of the neighborhood. Staff would note that auto oriented uses such as a restaurant with drive-thru window are generally discouraged (but not prohibited) by the Spring Garden Street Pedestrian Scale Overlay District and staff also has some concern about the integration of this individual site with the directly adjacent commercial structures at this intersection, but acknowledges the redevelopment of the existing structure on this site should have limited potential impacts on the Spring Garden Street corridor and Lindley

Park neighborhood.

This rezoning request will help promote a diverse mix of uses in the general area. It will also promote a healthy, diversified economy with a strong tax base and opportunities for employment and entrepreneurship while at the same time promoting sound investment in Greensboro's urban areas. Additionally, it will also promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

Staff believes that this request is consistent with the intent and purpose of the zoning code and the Comprehensive Plan (Connections 2025). Staff is also of the opinion that the request is generally compatible with the existing development and trend in the surrounding area.

Water Resources - No additional comments.

Housing and Community Development - No additional comments.

STAFF RECOMMENDATION

PLANNING

Staff recommends **approval** of the requested **CD-GB** (Conditional District-General Business) zoning district.

I. Executive Summary

Introduction

The Spring Garden Street – S. Holden Road Development is located in the northeast quadrant of the Spring Garden Street / S. Holden Road intersection, in Greensboro, North Carolina. Currently the development consists of three (3) buildings all with general retail land uses. The central building is proposed to be renovated to accommodate a donut shop. There are also vacant spaces in the other two (2) buildings (1,034 sf & 2,000 sf) available for general retail land uses.

The purpose of this report is to evaluate the proposed development in terms of projected traffic conditions, evaluate the ability of the adjacent roadways to accommodate the additional traffic volumes, and to recommend transportation improvements needed to mitigate congestion that may result from the additional site traffic. This report presents trip generation, trip distribution, traffic analyses, and recommendations for transportation improvements needed to meet anticipated traffic demands. This report examines existing conditions, 2013 No-Build conditions, and 2013 Build Out conditions.

Site Access

According to the Sketch Plan prepared by Evans Engineering and provided by Kotis Properties, the development is planned to utilize three (3) existing access points. Site Access #1 is planned to be a full movement access located on Spring Garden Street, approximately 400 ft east of the Spring Garden Street / S. Holden Road intersection. Site Access #2 and #3 will continue to be utilized as right-in / right-out driveways located on S. Holden Road. There are plans to close the remaining 3 access points to this development for safety reasons.

Trip Generation

The development is projected to generate approximately 205 additional trips per day. During the morning peak hour, the proposed development is predicted to generate approximately 55 new entering trips and 57 new exiting trips. During the afternoon peak hour, the proposed development is projected to generate approximately 35 new entering and 40 new exiting trips, respectively.

Capacity Analysis

Capacity analyses were performed for intersections in the immediate project vicinity. A summary of the Highway Capacity Software Analysis analyzed using Synchro version 7.0 is shown in the following table:

Spring Garden Street – S. Holden Road Development Level-of-Service Summary						
	2008 Existing		2013 No-Build		2013 Build Out	
Intersection	AM	PM	AM	PM	AM	PM
Spring Garden Street/ S. Holden Road	B (18.7) 48.1%*	C (21.9) 59.6%*	C (20.2) 53.2%*	C (26.0) 66.5%*	C (20.6) 56.7%*	C (27.6) 67.2%*
Spring Garden Street/ Site Access 1	N/A	N/A	N/A	N/A	# (1.4) B (11.6) SB 39.5%*	# (0.9) B (13.4) SB 45.2%*
S. Holden Road / Site Access 2	N/A	N/A	N/A	N/A	# (0.1) A (9.1) WB 27.0%*	# (0.1) A (9.2) SB 30.2%*
S. Holden Road / Site Access 3	N/A	N/A	N/A	N/A	# (0.1) A (8.9) WB 27.0%*	# (0.1) A (9.2) SB 30.1%*
Note: # - No letter value assigned by Synchro, only overall intersection delay * - Intersection Capacity Utilization (ICU) Calculations						

The signalized **Spring Garden Street / S. Holden Road** intersection is currently operating at level of service (LOS) B and C during the morning and afternoon peak hours, respectively. In year 2013 without the proposed development (2013 No-Build), the intersection is projected to operate at LOS C during the AM and PM peak hours. At full Build Out in 2013, the additional site traffic generated by the proposed donut shop and available retail spaces will cause the total intersection average vehicle delay to increase by 0.4 seconds/vehicle in the AM peak hour and 1.6 seconds/vehicle in the PM peak hour, with the intersection operating at LOS C during the AM and PM peak hours.

Based on the 95th percentile queuing analysis, the westbound queues along Spring Garden Street are not expected to queue back past Site Access 1 and should not affect operations at Site Access 1.

The unsignalized **Spring Garden Street / Site Access 1** intersection is predicted to operate with overall delays of 1.4 and 0.9 seconds/vehicle during the AM and PM peak hours, respectively, at full build out. The minor southbound movement exiting the site is projected to operate at LOS B during the morning and afternoon peak hours.

Evaluation of the left and right-turn lane warrants illustrated in the ***City of Greensboro Department of Transportation Driveway Manual***⁴ indicates that left and right turn lanes are not warranted to accommodate the expected turning movement volumes on Spring Garden Street. The turn lane warrant tables are included in Appendix A. Site Access 1 driveway should be enhanced, if needed, to meet or exceed GDOT and/or NCDOT driveway standards relative to driveway width and apron type.

The right-in / right-out intersections of **S. Holden Road / Site Access 2** and **S. Holden Road / Site Access 3** are predicted to operate with very minor overall delays of 0.1 seconds/vehicle during the AM and PM peak hours at full build out. The minor westbound movements exiting the site are projected to operate at LOS A during the morning and afternoon peak hours for both driveways.

Evaluation of the left and right-turn lane warrants illustrated in the ***City of Greensboro Department of Transportation Driveway Manual***⁴ indicates that left and right turn lanes are not warranted to accommodate the expected turning movement volumes on S. Holden Road. The turn lane warrant tables are included in Appendix A. Site Access 2 and Site Access 3 driveways should be enhanced, if needed, to meet or exceed GDOT and/or NCDOT driveway standards relative to driveway width and apron type.

Recommended Improvements

This study shows that the proposed Spring Garden Street – S. Holden Road Development will add traffic on adjacent roadways and intersections but is not expected to have a significant negative effect on traffic operations in the vicinity of the development. Based on the analysis performed, on-site observations of existing traffic conditions, and City of Greensboro Department of Transportation (GDOT) turn lane warrants, the following improvements are recommended in order to mitigate the traffic impacts of the proposed development:

Spring Garden Street / S. Holden Road

- No improvements needed.

Site Access Points

- Remove the one (1) driveway located in the radius of the channelized westbound right turn lane.
- Remove the two (2) driveways along Spring Garden Street closest to the Spring Garden Street / S. Holden Road intersection.

Spring Garden Street / Site Access 1 (Full movement)

- Enhance Site Access 1 driveway, if needed, to meet or exceed GDOT and/or NCDOT driveway standards relative to driveway width and apron type.

S. Holden Road / Site Access 2 (Right-in/Right-out)

- Enhance Site Access 2 driveway, if needed, to meet or exceed GDOT and/or NCDOT driveway standards relative to driveway width and apron type.

S. Holden Road / Site Access 3 (Right-in/Right-out)

- Enhance Site Access 3 driveway, if needed, to meet or exceed GDOT and/or NCDOT driveway standards relative to driveway width and apron type.

Conclusions

This study shows that the proposed Spring Garden Street – S. Holden Road Development will not have a significant material negative impact on traffic operations along the study area roadway network. The recommended improvements will adequately mitigate the traffic impact caused by the proposed development. These improvements are needed to enhance traffic operations and safety. The traffic projected to be generated by the proposed development should not materially endanger public health, safety, or welfare.

